

Message Text

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TO SECSTATE WASHDC 1204

INFO AMEMBASSY LONDON

AMEMBASSY OSLO

AMEMBASSY STOCKHOLM

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E.O. 11652: N/A

TAGS: EFIS, DA, NO, UK

SUBJECT: POSSIBLE DANISH OBJECTION TO NEAFCE HERRING RECOMMENDATIONS

PASS STATE FOR T. CLINGAN, OES AND COMMERCE FOR D. WALLACE
IN NOAA, R. SCHONING AND C. BLONDIN IN NMFS.

A. COPENHAGEN 1869, B. STATE 153333 C. COPENHAGENA-62

BEGIN SUMMARY: BASED ON OFFICIAL REGULATIONS ISSUED
ON JULY 10, 1975 CONCERNING THE HERRING FISHERIES, AS
WELL AS UPON A SUBSEQUENT MEETING WITH A HIGH OFFICIAL
OF THE MINISTRY OF FISHERIES, FISHERIES ATTACHE DI PALMA
BELIEVES THAT THE GOVERNMENT OF DENMARK WILL MOST LIKELY
OBJECT TO RECOMMENDATION 8 (A) APPROVED BY THE NORTH-
EAST ATLANTIC FISHERIES COMMISSION (NEAFC) AT ITS
THIRTEENTH ANNUAL MEETING IN LONDON, MAY 1975. THE
RECOMMENDATION PROVIDES FOR NATIONAL QUOTAS ON HERRING
CATCHES IN THE NORTH SEA AND THE SKAGERRAK; THE TOTAL
ALLOWABLE CATCH (TAC) SET FOR ALL CONTRACTING STATES
DURING THE 18 MONTH PERIOD BEGINNING JULY 1, 1975 IS
254,000 METRIC TONS. THE NATIONAL ALLOCATION FOR DENMARK
INCLUDING THE FAEROE ISLANDS IS 69,000 TONS. IT SEEMS
ALSO PROBABLE THAT THE GOVERNMENT OF DENMARK WILL OBJECT

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TO RECOMMENDATION 8 (B) WHICH PROHIBITS THE TAKING OF

HERRING FOR OTHER THAN HUMAN CONSUMPTION WHILE ALLOWING A BY-CATCH OF HERRING, NOT INTENDED FOR HUMAN CONSUMPTION IN FISHERIES FOR REDUCTION OR FOR SPECIES IN RECOMMENDATION 2, NOT TO EXCEED MORE THAN 15 PERCENT OF ANY LANDING OR 10 PERCENT OF THE TOTAL ANNUAL LANDINGS OF SUCH FISHERIES IN ANY COUNTRY. DANISH REDUCTION FISHERMEN HAVE BEEN STRONGLY PROTESTING TO THE GOVERNMENT AGAINST THE JULY 10 ACTION AND THE NEAFC RECOMMENDATIONS. MEETINGS HAVE BEEN HELD BETWEEN INDUSTRY AND GOVERNMENT OFFICIALS TO RESOLVE THE ISSUE. A DANISH OBJECTION TO THE TWO RECOMMENDATIONS WILL PROBABLY BRING INCREASED PRESSURE BY FISHERMEN FROM SEVERAL OTHER NEAFC COUNTRIES FOR SIMILAR ACTION AND IN THE UNITED KINGDOM AND NORWAY, FOR WIDER FISHERY LIMITS AS WELL. END SUMMARY.

1. DANISH LANDINGS OF FISH FOR REDUCTION TO MEAL AND OIL ROSE FROM 968,000 METRIC TONS IN 1970 TO 1,532,000 TONS IN 1974. DURING THE PERIOD, THE AMOUNT OF HERRING IN SUCH LANDINGS ROSE FROM 228,000 TONS IN 1970 TO 359,000 TONS IN 1973 AND THEN FELL TO 155,000 TONS IN 1974. THE VALUE OF LANDINGS FOR REDUCTION ROSE FROM 39 PERCENT OF THE TOTAL DANISH LANDINGS IN 1970 TO 66 PERCENT IN 1974. REF C GIVES A DETAILED ANALYSIS OF THE DANISH FISHERIES.

2. THE FIRST TAC APPROVED BY THE CONTRACTING STATES OF THE NEAFC WAS FOR APPROXIMATELY 500,000 TONS FOR THE 12 MONTH PERIOD FROM JULY 1, 1974 TO JUNE 30, 1975. FROM THAT TAC, DENMARK, INCLUDING THE FAEROE ISLANDS, RECEIVED AN ALLOCATION OF 250,000 TONS. FOR SEVERAL REASONS, INCLUDING AN OVERESTIMATION OF HERRING STOCKS, POOR RECRUITMENT, AND AN OVERLY GENEROUS INITIAL TAC, THE HERRING STOCKS DECLINED FURTHER TO A NEAR DISASTER PROPORTION DURING THE PAST YEAR. AS A RESULT, THE NEAFC COMMISSION AT ITS ANNUAL MEETING IN MAY 1975 SET A 254,000 TAC FOR AN 18 MONTH PERIOD BEGINNING JULY 1, 1975.

3. DENMARK WAS ALLOCATED ONLY 69,000 TONS DESPITE STRONG ARGUMENTS BY THE DANISH DELEGATE THAT THE COMMISSION FAILED TO CONSIDER THE FULL EXTENT OF THE DAMAGE WHICH WOULD RESULT TO THE DANISH REDUCTION INDUSTRY IF DENMARK LIMITED OFFICIAL USE

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ADHERED TO RECOMMENDATIONS 8 (A) AND 8 (B). THE DANISH DELEGATE FURTHER ARGUED THAT THE COMMISSION HAD EVEN DISREGARDED ITS PREVIOUSLY ACCEPTED BASIS FOR ALLOCATING THE TAC AND HAD GIVEN A NUMBER OF COUNTRIES A HIGHER PERCENTAGE OF THE TOTAL AT THE EXPENSE OF DENMARK AND SEVERAL OTHER COUNTRIES.

4. ON JULY 10, THE DANISH GOVERNMENT ISSUED REGULATIONS

PERMITTING DANISH FISHERMEN TO TAKE ONLY 5,000 METRIC TONS OF HERRING FOR HUMAN CONSUMPTION FOR THE REMAINDER OF 1975 AND SETTING A LIMIT OF 15 PERCENT ON THE AMOUNT OF HERRING WHICH COULD BE PERMITTED AS A BY-CATCH TO BE USED IN REDUCTION IN THE FISHERIES FOR OTHER SPECIES.

5. TAKING THE 5,000 TON SIX-MONTH CATCH FIGURE FOR HERRING FOR CONSUMPTION AND EXTRAPOLATING OVER 18 MONTHS, ONE ARRIVES AT 15,000 TONS FOR HUMAN CONSUMPTION. IN ADDITION, PART OF THE NEAFC ALLOCATION GIVEN DENMARK MUST BE SHARED WITH THE PAEROE ISLANDS, WHICH CAN BE EXPECTED TO INSIST UPON AT LEAST 15,000 TONS OUT OF THE 69,000 TONS; OFFICIALS FROM THE MINISTRY OF FISHERIES AND FAEROESE OFFICIALS ARE SCHEDULED TO MEET ON JULY 18 TO DISCUSS THE OVERALL HERRING ISSUE.

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6. GIVEN THE ESTIMATED AMOUNTS FOR HUMAN CONSUMPTION AND FOR THE FAEROE ISLANDS, ONE CAN SEE THAT ONLY APPROXIMATELY 40,000 TONS WILL BE LEFT OUT OF THE DANISH ALLOCATION FOR 18 MONTHS FOR HERRING BY-CATCHES. A CONSERVATIVE ESTIMATE ON HERRING BY-CATCHES IN THE REDUCTION FISHERY IS 8 PERCENT. ON THE BASIS OF DATA DURING THE PAST FIVE YEARS, DANISH LANDINGS FOR RECUTION DURING THE NEXT 18 MONTHS SHOULD BE AROUND 1,500,000 TONS. AT 8 PERCENT, HERRING BY-CATCHES WOULD BE 120,000 TONS OR THREE TIMES

WHAT WOULD BE AVAILABLE FOR THE REDUCTION FISHERMEN UNDER THE PROPOSED ALLOCATION TO DENMARK. IF DENMARK ACCEPTS THE NEAFC RECOMMENDATION, THE DANISH FISHERY FOR REDUCTION WOULD BE GREATLY CIRCUMSCRIBED WHEN THE EXPECTED CATCH OF REDUCTION FISH FOR THE NEXT 18 MONTHS IS ONLY ONE-THIRD TAKEN. THE AMOUNT OF HERRING TAKEN AS BY-CATCH VARIES WITH THE STOCKS EXPLOITED; WITH SPRAT, THE PERCENTAGE IS HIGH AND, WITH NORWAY POUT, IT IS LOW. HOWEVER BECAUSE OF SEASONAL FACTORS THE HIGH EXPLOITATION RATE ON ALL STOCKS IN THE AREA, DANISH FISHERMEN DO NOT HAVE MUCH IN THE WAY OF ALTERNATIVES OTHER THAN NOT EXPLOITING STOCKS WHICH RESULT IN HIGH BY-CATCH RATES.

7. DANISH FISHERMEN AND PROCESSORS IN THE REDUCTION INDUSTRY HAVE STRONGLY PROTESTED BOTH THE JULY 10 REGULATED OFFICIAL USE

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TION AND THE NEAFC RECOMMENDATION. MEETINGS HAVE BEEN HELD WITH THE MINISTER OF FISHERIES AND THE ISSUE HAS DRAWN MUCH PRESS AND PARLIAMENTARY ATTENTION. THE INDUSTRY IS SEEKING SUBSIDIES AND COMPENSATION. CONFRONTED BY BOTH LOW PRICES AND HIGH OPERATING COSTS AS WELL AS BY SEVERE RESTRICTION IN THEIR ABILITY TO FISH, THE FISHERMEN HAVE GROUNDS FOR COMPLAINING EVEN IF THEY WERE PARTLY RESPONSIBLE FOR THE SAD STATE OF HERRING STOCKS AND FOR THE OVERCAPACITY IN THE REDUCTION FLEET. AS REDUCTION FISHERMEN SHIFT THEIR EFFORTS TO FOOD FISH, THOSE FISHERMEN WHO FISH FOR HUMAN CONSUMPTION AND WHO HAVE BEEN DOING WELL ARE ALSO BEGINNING TO COMPLAIN.

8. SHOULD DENMARK OBJECT TO THE NEAFC RECOMMENDATIONS, FISHERMEN IN SWEDEN, NORWAY AND THE UNITED KINGDOM CAN BE EXPECTED TO PRESSURE THEIR RESPECTIVE GOVERNMENTS TO DO LIKEWISE. FURTHERMORE, NORWEGIAN AND ESPECIALLY UK FISHERMEN CAN ALSO BE EXPECTED TO INCREASE PRESSURE ON THEIR GOVERNMENT FOR EXTENSION OF FISHING LIMITS.

9. IF DENMARK OBJECTS, AS EXPECTED, BEFORE THE 90 DAY OBJECTION PERIOD IS OVER IN MID-SEPTEMBER, AND TWO OTHER OBJECTIONS ARE RECEIVED, NEW CONSERVATION MEASURES COULD BE TAKEN UP AT THE NEAFC MID-TERM MEETING IN THE FALL. SUCH AN OPPORTUNITY FOR WHAT THEY BELIEVE A MORE REASONABLE HERRING RECOMMENDATION MAY BE ANOTHER ARGUMENT FOR THE DANES TO LODGE AN OBJECTION. AND IT IS QUITE POSSIBLE THAT AN EVEN EARLIER EXTRAORDINARY MEETING COULD BE SCHEDULED IF THREE OBJECTIONS ARE RECEIVED SOON.
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